104TH CONGRESS 1ST SESSION

S. 209

To replace the Aid to Families with Dependent Children Program under title IV of the Social Security Act and a portion of the food stamp program under the Food Stamp Act of 1977 with a block grant to give the States the flexibility to create innovative welfare-to-work programs, to reduce the rate of out-of-wedlock births, and for other purposes.

IN THE SENATE OF THE UNITED STATES

January 12 (legislative day, January 10), 1995
Mr. Grassley (for himself and Mr. Thurmond) introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

To replace the Aid to Families with Dependent Children Program under title IV of the Social Security Act and a portion of the food stamp program under the Food Stamp Act of 1977 with a block grant to give the States the flexibility to create innovative welfare-to-work programs, to reduce the rate of out-of-wedlock births, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

- 2 (a) SHORT TITLE.—This Act may be cited as the
- 3 "Welfare-to-Work and Strong Families Act of 1995".
- 4 (b) Table of Contents.—The table of contents of
- 5 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Findings.
 - Sec. 3. Purpose.
 - Sec. 4. Definition of State.
 - Sec. 5. Applications by States.
 - Sec. 6. State welfare-to-work and stronger families program described.
 - Sec. 7. State grants.
 - Sec. 8. Termination of certain Federal welfare programs.
 - Sec. 9. Secretarial submission of legislative proposal for amendments to medicaid eligibility criteria and technical and conforming amendments.

Sec. 10. Savings.

6 SEC. 2. FINDINGS.

- 7 The Congress finds the following:
- 8 (1) The current welfare system is broken and
- 9 requires replacement.
- 10 (2) "Work" is what works best for American
- families.
- 12 (3) Since State and local governments know the
- best methods of connecting welfare recipients to
- work and since each community faces different cir-
- cumstances, Federal assistance to the States should
- be flexible.
- 17 (4) Government has the responsibility to pro-
- vide a helping hand to assist individuals but individ-
- uals have the responsibility to use the assistance to
- 20 help themselves.

- 1 (5) Between 1970 and 1991, the total number 2 of all out-of-wedlock births in the United States has 3 increased from 10 to 30 percent and, if that rate of 4 increase continues, by 2015, 50 percent of all births 5 in the United States will be out-of-wedlock. 6 (6) The negative consequences of out-of-wedlock
 - (6) The negative consequences of out-of-wedlock births on the child, mother, and society are well-documented as follows:
 - (A) Children born into families receiving welfare assistance are 3 times more likely to receive welfare assistance when they reach adulthood than children born into families that do not receive welfare.
 - (B) Young women who have children before finishing high school are more likely to receive welfare assistance for a substantial period of time.
 - (C) A single parent family is 6 times more likely to live in poverty than a two-parent family.
 - (7) Due to the crisis caused by the growing rate of out-of-wedlock births in the United States, the Congress deems the reduction of out-of-wedlock births to be an important governmental interest.

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SEC. 3. PURPOSE.

- 2 The purpose of this Act is to create a block grant
- 3 program to replace the aid to families with dependent chil-
- 4 dren program under title IV of the Social Security Act
- 5 and a portion of the food stamp program under the Food
- 6 Stamp Act of 1977 and give the States the flexibility to
- 7 create innovative welfare-to-work programs and programs
- 8 designed to reduce the increasing rate of children born
- 9 out-of-wedlock.

10 SEC. 4. DEFINITION OF STATE.

- 11 For purposes of this Act, the term "State" means
- 12 each of the several States of the United States, the Dis-
- 13 trict of Columbia, the Commonwealth of Puerto Rico, the
- 14 Virgin Islands, Guam, and American Samoa.

15 SEC. 5. APPLICATIONS BY STATES.

- 16 (a) IN GENERAL.—Each State desiring to receive a
- 17 grant to operate a State welfare-to-work and stronger
- 18 families program described in section 6 shall annually sub-
- 19 mit an application to the Secretary of Health and Human
- 20 Services (hereafter in this Act referred to as the "Sec-
- 21 retary") containing the matter described in subsection (b)
- 22 in such manner as the Secretary may require.
- 23 (b) CONTENTS.—
- 24 (1) FISCAL YEAR 1996.—An application for a
- grant to operate a State welfare-to-work and strong-
- er families program during fiscal year 1996 shall

1	contain a description of the program in accordance
2	with section 6.
3	(2) Subsequent fiscal years.—
4	(A) CONTENTS.—
5	(i) In general.—Except as provided
6	in clause (ii), an application for a grant to
7	operate a State welfare-to-work and
8	stronger families program during fiscal
9	year 1997 and each subsequent fiscal year
10	shall contain—
11	(I) a description of the program
12	in accordance with section 6;
13	(II) the State work percentage
14	(as determined under subparagraph
15	(B)) for each of the 2 preceding fiscal
16	years;
17	(III) a statement of the number
18	of participants who became ineligible
19	for participation in the program due
20	to increased income for each of the 2
21	preceding fiscal years;
22	(IV) the State out-of-wedlock
23	birth rate percentage (as determined
24	under subparagraph (D)) for each of
25	the 2 preceding fiscal years; and

1	(V) a statement of the amount of
2	non-Federal resources that the State
3	invested in the program in the preced-
4	ing fiscal year.
5	(ii) Special rule for fiscal year
6	1997.—An application for fiscal year 1997
7	need only contain the information de-
8	scribed in subclauses (II), (III), and (IV)
9	of clause (i) for fiscal year 1996.
10	(B) STATE WORK PERCENTAGE.—For pur-
11	poses of subparagraph (A)(i)(II), the State
12	work percentage (prior to any adjustment under
13	subparagraph (C)) for a fiscal year is equal
14	to—
15	(i) the average weekly number of par-
16	ticipants in the State welfare-to-work and
17	stronger families program who were em-
18	ployed in private sector or public sector
19	jobs for at least 20 hours per week, divided
20	by
21	(ii) the average weekly number of par-
22	ticipants in the State welfare-to-work and
23	stronger families program.
24	(C) Adjustment.—

1	(i) In GENERAL.—The State work
2	percentage determined under subparagraph
3	(B) for a fiscal year shall be adjusted by
4	subtracting 1 percentage point from such
5	State work percentage for each 5 percent-
6	age points by which the percentage of indi-
7	viduals described in subparagraph (B)(i)
8	who are also described in clause (ii) of this
9	subparagraph participating in the program
10	in such fiscal year falls below 75 percent of
11	the number of individuals described in sub-
12	paragraph (B)(i) in such fiscal year.
13	(ii) Individual described.—An in-
14	dividual described in this clause is a custo-
15	dial parent or other individual who is pri-
16	marily responsible for the care of a child
17	under the age of 18.
18	(D) State out-of-wedlock birth rate
19	PERCENTAGE.—For purposes of subparagraph
20	(A)(i)(IV), the State out-of-wedlock birth rate
21	percentage for a fiscal year is equal to—
22	(i) the total number of children in the
23	State who were born out-of-wedlock during
24	the fiscal year, divided by

1	(ii) the total number of children in the
2	State who were born during the fiscal year.
3	(E) Monitoring of data.—The Sec-
4	retary shall ensure the validity of the data pro-
5	vided by a State under this paragraph.
6	(c) Approval.—
7	(1) Fiscal years 1996 and 1997.—The Sec-
8	retary shall approve each application for a grant to
9	operate a State welfare-to-work and stronger fami-
10	lies program—
11	(A) during fiscal year 1996, if the applica-
12	tion contains the information described in sub-
13	section $(b)(1)$; and
14	(B) during fiscal year 1997, if the applica-
15	tion contains the information described in sub-
16	section $(b)(2)$.
17	(2) Automatic approval in subsequent fis-
18	CAL YEARS.—The Secretary shall approve any appli-
19	cation for a grant to operate a State welfare-to-work
20	and stronger families program during fiscal year
21	1998 and each succeeding fiscal year if—
22	(A) the State's application reports that—
23	(i) the State work percentage for the
24	preceding fiscal year is greater than the

1	State work percentage for the second pre-
2	ceding fiscal year; or
3	(ii) more participants became ineli-
4	gible for participation in the State welfare
5	to-work and stronger families program
6	during the preceding fiscal year due to in-
7	creased income than became ineligible for
8	participation in the program in the second
9	preceding fiscal year as a result of in-
10	creased income;
11	(B) the State's application reports that the
12	State out-of-wedlock birth rate percentage for
13	the preceding fiscal year is less than the State
14	out-of-wedlock birth rate percentage for the sec-
15	ond preceding fiscal year; and
16	(C) the State's application reports that the
17	number of participants in the State welfare-to-
18	work and stronger families program for the pre-
19	ceding fiscal year is less than the number of
20	participants in the State welfare-to-work and
21	stronger families program for the second pre-
22	ceding fiscal year.
23	(3) Secretarial review.—
24	(A) IN GENERAL.—If a State application
25	for a grant under this Act is not automatically

1	approved under paragraph (2), the Secretary
2	shall approve the application upon a finding
3	that the application—
4	(i) provides an adequate explanation
5	of why the application was not automati-
6	cally approved; and
7	(ii) provides a plan of remedial action
8	which is satisfactory to the Secretary.
9	(B) ADEQUATE EXPLANATIONS.—An ade-
10	quate explanation under subparagraph (A) may
11	include an explanation of economic conditions
12	in the State, failed program innovations, or
13	other relevant circumstances.
14	(4) Resubmission.—A State may resubmit an
15	application for a grant under this Act until the Sec-
16	retary finds that the application meets the require-
17	ments of paragraph (3)(A).
18	SEC. 6. STATE WELFARE-TO-WORK AND STRONGER FAMI-
19	LIES PROGRAM DESCRIBED.
20	(a) IN GENERAL.—A State welfare-to-work and
21	stronger families program described in this section shall—
22	(1) provide that during fiscal year 1996, the
23	State shall designate individuals who are eligible for
24	participation in the program and such individuals
25	may include those individuals who received benefits

1	under the State plan approved under part A of title
2	IV of the Social Security Act during fiscal year
3	1995;
4	(2) provide that during fiscal year 1997 and
5	each subsequent fiscal year, the State shall designate
6	individuals who are eligible for participation in the
7	program (as determined by the State), with priority
8	given to those individuals most in need of such serv-
9	ices;
10	(3) with respect to increasing the State work
11	percentage, be designed to move individuals from
12	welfare to self-sufficiency and may include—
13	(A) job placement and training;
14	(B) supplementation of earned income;
15	(C) nutrition assistance and education;
16	(D) education;
17	(E) vouchers to be used for rental of pri-
18	vately owned housing;
19	(F) child care;
20	(G) State tax credits;
21	(H) health care;
22	(I) supportive services;
23	(J) community service employment;
24	(K) asset building programs; or

1	(L) any other assistance designed to move
2	such individuals from welfare to self-sufficiency;
3	and
4	(4) with respect to reducing the State out-of-
5	wedlock birth rate percentage, be designed to
6	strengthen two-parent families and may include—
7	(A) education;
8	(B) family planning services (except abor-
9	tion-related services);
10	(C) a cap of benefits under the program
11	with respect to additional children conceived
12	out-of-wedlock after a participant has entered
13	the program;
14	(D) the denial of benefits under the pro-
15	gram to a potential participant in the program
16	if that potential participant has a child born
17	out-of-wedlock after a date established by the
18	State;
19	(E) State tax credits for marriage; or
20	(F) any other assistance designed to re-
21	duce out-of-wedlock births and encourage mar-
22	riage.
23	(b) No Entitlement.—Notwithstanding any cri-
24	teria a State may establish for participation in a State
25	welfare-to-work and stronger families program created in

accordance with this Act, no individual shall be considered to be entitled to participate in that program. 3 SEC. 7. STATE GRANTS. 4 (a) IN GENERAL.—The Secretary shall annually award to each State with an application approved under section 5(c) an amount equal to— 6 7 (1) in fiscal year 1996, 100 percent of the 8 State's base amount; (2) in fiscal year 1997, the sum of 80 percent 9 of the State's base amount, 20 percent of the State's 10 11 share of the national grant amount, and any applica-12 ble bonus payment; (3) in fiscal year 1998, the sum of 60 percent 13 14 of the State's base amount, 40 percent of the State's 15 share of the national grant amount, and any applica-16 ble bonus payment; 17 (4) in fiscal year 1999, the sum of 40 percent of the State's base amount, 60 percent of the State's 18 19 share of the national grant amount, and any applica-20 ble bonus payment; (5) in fiscal year 2000, the sum of 20 percent 21 22 of the State's base amount, 80 percent of the State's 23 share of the national grant amount, and any applica-

ble bonus payment; and

1	(6) in fiscal year 2001 and each subsequent fis-
2	cal year, the sum of 100 percent of the State's share
3	of the national grant amount and any applicable
4	bonus payment.
5	(b) State Base Amount.—
6	(1) In general.—For purposes of subsection
7	(a), a State's base amount is equal to—
8	(A) for fiscal year 1996, 100 percent of
9	the amount determined under paragraph (2);
10	and
11	(B) for fiscal year 1997 and succeeding
12	fiscal years, 96 percent of the amount deter-
13	mined under paragraph (2).
14	(2) Amount determined.—The amount de-
15	termined under this paragraph for a State is an
16	amount equal to the sum of—
17	(A) the amount of Federal financial par-
18	ticipation received by the State under section
19	403 of the Social Security Act (42 U.S.C. 603)
20	during fiscal year 1995; and
21	(B) an amount equal to the sum of—
22	(i) the benefits under the food stamp
23	program under the Food Stamp Act of
24	1977 (7 U.S.C. 2011 et seq.), including
25	benefits provided under section 19 of such

1	Act (7 U.S.C. 2028), during fiscal year
2	1995 other than benefits provided to elder-
3	ly or disabled individuals in the State (as
4	determined under section 3(r)) of such Act
5	(7 U.S.C. 2012); and
6	(ii) the amount paid to the State
7	under section 16 of the Food Stamp Act of
8	1977 (7 U.S.C. 2025) during fiscal year
9	1995 for administrative expenses for pro-
10	viding benefits to nonelderly and non-
11	disabled individuals.
12	(c) State Share of the National Grant
13	Amount.—
14	(1) In general.—For purposes of subsection
15	(a), the State's share of the national grant amount
16	for a fiscal year is equal to the sum of the amounts
17	determined under paragraph (2) (relating to eco-
18	nomic need) and paragraph (3) (relating to State ef-
19	fort) for the State.
20	(2) Economic Need.—The amount determined
21	under this paragraph is equal to the sum of the fol-
22	lowing amounts:
23	(A) STATE PER CAPITA INCOME MEAS-
24	URE —The amount which hears the same ratio

1	to one-quarter of the national grant amount as
2	the product of—
3	(i) the population of the State; and
4	(ii) the allotment percentage of the
5	State (as determined under paragraph
6	(4)),
7	bears to the sum of the corresponding products
8	for all States.
9	(B) STATE UNEMPLOYMENT MEASURE.—
10	The amount which bears the same ratio to one-
11	quarter of the national grant amount as the
12	number of individuals in the State who are esti-
13	mated as being unemployed (determined in ac-
14	cordance with the Department of Labor's an-
15	nual estimates) bears to the number of individ-
16	uals in all States who are estimated as being
17	unemployed (as so determined).
18	(3) State effort.—The amount determined
19	under this paragraph is the amount which bears the
20	same ratio to one-half of the national grant amount
21	as the product of—
22	(A) the dollar amount the State invested in
23	the State welfare-to-work and stronger families
24	program in the previous fiscal year, as reported
25	in section $5(b)(2)(A)(i)(V)$; and

1	(B) the allotment percentage of the State
2	(as determined under paragraph (4)),
3	bears to the sum of the corresponding products for
4	all States.
5	(4) Allotment percentage.—
6	(A) IN GENERAL.—Except as provided in
7	subparagraph (C), the allotment percentage for
8	any State shall be 100 percent, less the State
9	percentage.
10	(B) STATE PERCENTAGE.—The State per-
11	centage shall be the percentage which bears the
12	same ratio to 50 percent as the per capita in-
13	come of such State bears to the per capita in-
14	come of all States.
15	(C) Exception.—The allotment percent-
16	age shall be 70 percent in the case of Puerto
17	Rico, the Virgin Islands, Guam, and American
18	Samoa.
19	(5) Determination of grant amounts.—
20	Each State's share of the national grant amount
21	shall be determined under this subsection on the
22	basis of the average per capita income of each State
23	and all States for the most recent fiscal year for

which satisfactory data are available from the De-

- partment of Commerce and the Department ofLabor.
- 3 (6) NATIONAL GRANT AMOUNT.—The term
 4 "national grant amount" means an amount equal to
 5 96 percent of the sum of the amounts determined
 6 under subsection (b)(2) for all States.

(d) Bonus Payments.—

- (1) Criteria.—Beginning with fiscal year 1997, the Secretary may use 4 percent of the sum of the amounts determined under subsection (b)(2) for all States to award additional bonus payments under this section to those States which have the highest or most improved State work percentages as determined under section 5(b)(2)(B) and the lowest or most improved State out-of-wedlock birth rate percentages as determined under section 5(b)(2)(D).
- (2) Leading job placement and leading out-of-wedlock birth rate reduction State as the leading job placement State and one State (which may be the same State as the designated leading job placement State) as the leading out-of-wedlock birth rate reduction State and such State or States shall receive the highest bonus payments under paragraph (1).

1	(3) Presidential Award.—The President is
2	authorized and requested to acknowledge a State
3	designated under paragraph (2) with a special Presi-
4	dential award.
5	(e) Use of Funds for Administrative Pur-
6	POSES.—A State shall not use more than 10 percent of
7	the amount it receives under this section for the adminis-
8	tration of the State welfare-to-work and stronger families
9	program.
10	(f) Capped Entitlement.—This section constitutes
11	budget authority in advance of appropriations Acts, and
12	represents the obligation of the Federal Government to
13	provide the payments described in subsection (a) (in an
14	amount not to exceed the sum of the amounts determined
15	under subsection (b)(2) for all States).
16	SEC. 8. TERMINATION OF CERTAIN FEDERAL WELFARE
17	PROGRAMS.
18	() TO A TODO D
10	(a) TERMINATION OF AFDC AND JOBS PRO-
19	(a) TERMINATION OF AFDC AND JOBS PRO- GRAMS.—
20	
	GRAMS.—
20	GRAMS.— (1) AFDC.—Part A of title IV of the Social Se-
2021	GRAMS.— (1) AFDC.—Part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.) is amended by
202122	GRAMS.— (1) AFDC.—Part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.) is amended by adding at the end the following new section:

1	(2) JOBS.—Part F of title IV of the Social Se-
2	curity Act (42 U.S.C. 681 et seq.) is amended by
3	adding at the end the following new section:
4	"TERMINATION OF AUTHORITY
5	"SEC. 488. The authority provided by this part shall
6	terminate on October 1, 1995.".
7	(b) FOOD STAMP PROGRAM TO SERVE ONLY ELDER-
8	LY AND DISABLED INDIVIDUALS.—
9	(1) Definitions.—Section 3 of the Food
10	Stamp Act of 1977 (7 U.S.C. 2012) is amended—
11	(A) in subsection (g)—
12	(i) in paragraph (4), by striking "(and
13	their spouses)";
14	(ii) in paragraph (5)—
15	(I) by striking "in the case of"
16	and inserting "in the case of elderly
17	or disabled"; and
18	(II) by inserting ''disabled'' be-
19	fore "children"; and
20	(iii) in paragraph (8), by inserting
21	"elderly or disabled" before "women and
22	children temporarily'';
23	(B) in subsection (i)—
24	(i) in the first sentence—

1	(I) in paragraph (1), by inserting
2	"elderly or disabled" before "individ-
3	ual''; and
4	(II) in paragraph (2), by insert-
5	ing ", each of whom is elderly or dis-
6	abled," after "individuals";
7	(ii) in the second sentence, by insert-
8	ing before the period at the end the follow-
9	ing: ", if each of the individuals is elderly
10	or disabled'';
11	(iii) in the third sentence—
12	(I) by striking ", together" and
13	all that follows through "of such indi-
14	vidual,''; and
15	(II) by striking ", excluding the
16	spouse,"; and
17	(iv) in the fifth sentence—
18	(I) by striking "coupons, and"
19	and inserting "coupons, and elderly or
20	disabled"; and
21	(II) by inserting "disabled" after
22	"together with their"; and
23	(C) in subsection (r), by striking "'Elder-
24	ly" and all that follows through "who" and in-
25	serting the following: "Elderly or disabled,

1	with respect to a member of a household or
2	other individual, means a member or other indi-
3	vidual who''.
4	(2) Conforming amendments.—
5	(A) Eligibility.—Section 5 of the Food
6	Stamp Act of 1977 (7 U.S.C. 2014) is amend-
7	ed—
8	(i) in the first sentence of subsection
9	(c)—
10	(I) by striking "program if—"
11	and all that follows through "house-
12	hold's income" and inserting "pro-
13	gram if the income of the household";
14	(II) by striking "respectively;
15	and" and inserting "respectively.";
16	and
17	(III) by striking paragraph (2);
18	and
19	(ii) in subsection (e)—
20	(I) in the first sentence, by strik-
21	ing "containing an elderly or disabled
22	member and determining benefit levels
23	only for all other households";
24	(II) in the fifteenth sentence—

1	(aa) by striking ''containing
2	an elderly or disabled member";
3	and
4	(bb) in subparagraph (A),
5	by striking ''elderly or disabled
6	members" and inserting "the
7	members'';
8	(III) in the seventeenth sentence,
9	by striking "elderly and disabled";
10	and
11	(IV) by striking the fourth
12	through fourteenth sentences.
13	(B) Periodic reporting.—Section
14	6(c)(1)(A)(iii) of the Food Stamp Act of 1977
15	(7 U.S.C. 2015(c)(1)(A)(iii)) is amended by
16	striking "and in which all adult members are el-
17	derly or disabled".
18	(3) Effective date.—The amendments made
19	by this subsection shall apply on and after October
20	1, 1995.
21	(c) References in Other Laws.—
22	(1) IN GENERAL.—Any reference in any law,
23	regulation, document, paper, or other record of the
24	United States to any provision that has been termi-
25	nated by reason of the amendments made in sub-

- section (a) shall, unless the context otherwise requires, be considered to be a reference to such provision, as in effect immediately before the date of the enactment of this Act.
- fegulation, document, paper, or other record of the
 United States to a State plan that has been terminated by reason of the amendments made in subsection (a), shall, unless the context otherwise requires, be considered to be a reference to such plan
 as in effect immediately before the date of the enactment of this Act.

13 SEC. 9. SECRETARIAL SUBMISSION OF LEGISLATIVE PRO-

- 14 POSAL FOR AMENDMENTS TO MEDICAID ELI15 GIBILITY CRITERIA AND TECHNICAL AND
- 16 **CONFORMING AMENDMENTS.**
- The Secretary shall, within 90 days after the date
- 18 of enactment of this Act, submit to the appropriate com-
- 19 mittees of the Congress, a legislative proposal providing
- 20 eligibility criteria for medical assistance under a State
- 21 plan under title XIX of the Social Security Act (42 U.S.C.
- 22 1396 et seq.) in lieu of the eligibility criteria under section
- 23 1902(a)(10)(A)(i) of such Act (42 U.S.C.
- 24 1396a(a)(10)(A)(i)) relating to the receipt of aid to fami-
- 25 lies with dependent children under a State plan under part

- 1 A of title IV of the Social Security Act (42 U.S.C. 601
- 2 et seq.) and such technical and conforming amendments
- 3 in the law as are required by the provisions of this Act.
- 4 **SEC. 10. SAVINGS.**
- 5 Any savings resulting from the provisions of this Act
- 6 shall be dedicated to reduction of the Federal budget
- 7 deficit.

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